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# Agriculture and Related Agencies: FY2022 Appropriations

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October 29, 2021

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## Agriculture and Related Agencies: FY2022 Appropriations

The Agriculture appropriations bill funds the U.S. Department of Agriculture (USDA) except for the U.S. Forest Service. It also funds the Food and Drug Administration (FDA) and—in even-numbered fiscal years—the Commodity Futures Trading Commission (CFTC).

Agriculture appropriations carry both mandatory and discretionary spending, but discretionary amounts are the primary focus during the bill's development. The largest discretionary spending items are the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC); agricultural research; rural development; FDA; foreign food assistance and trade; farm assistance loans and salaries; food safety inspection; animal and plant health programs; and technical assistance for conservation programs.

In the absence of a final FY2022 appropriation, Congress passed a continuing resolution (CR) on September 30, 2021, to continue operations until December 3, 2021 (P.L. 117-43, Division A).

For the regular appropriation, the House passed a seven-bill minibus appropriation (H.R. 4502) on July 29, 2021, with Agriculture appropriations as Division B. The minibus incorporated the text, as amended, of the committee-reported bill for agriculture (H.R. 4356, H.Rept. 117-82).

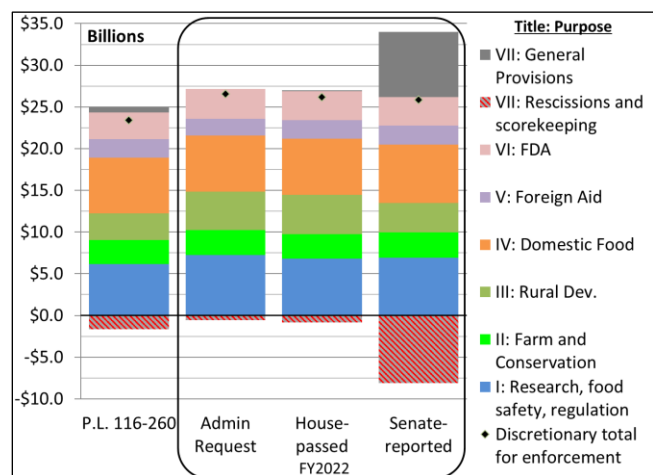
The House-passed Agriculture appropriations bill would provide \$26.53 billion in discretionary appropriations. This would be an increase of \$2.8 billion (+12%) over the regular annual FY2021 appropriation on a comparable jurisdiction basis that includes the CFTC. The House-passed bill adopts much, but not all, of the Biden Administration's request and is \$313 million less (-1%) than the Administration's request (as shown in the figure).

The Senate Appropriations Committee reported its bill (S. 2599, S.Rept. 117-34) on August 4, 2021.

The Senate-reported bill would provide \$25.85 billion in discretionary appropriations. This would be an increase of \$2.5 billion (+10.5%) over the regular annual FY2021 appropriation and \$315 million less than the House-passed bill (-1.2%) on a comparable Senate jurisdiction basis that excludes the CFTC. The Senate-reported bill would increase many accounts from FY2021 levels, though with somewhat different priorities than the House bill. The Senate-reported bill's proposed \$7 billion in emergency spending for the Wildfires and Hurricanes Indemnity Program (WHIP) was addressed by a supplemental appropriation enacted with the CR.

Some primary changes comprise the increases from FY2021 and the differences between the House and Senate bills. The House-passed bill would move the Reconnect Broadband Pilot Program more visibly into the Rural Utilities Service and with a larger amount than the Senate-reported bill. It would also increase some rural development programs, agricultural research, and FDA by more than the Senate bill's proposed increases. The Senate bill proposes a larger increase than the House-passed bill for agricultural conservation and for buildings and facilities in departmental administration.

**Discretionary Agriculture Appropriations, FY2021-FY2022**



**Source:** CRS. House-passed refers to H.R. 4502, Division B. Senate-reported refers to S. 2599.

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# Status of FY2022 Agriculture Appropriations

In the absence of a final FY2022 appropriation, Congress passed a continuing resolution (CR) on September 30, 2021, to continue operations until December 3, 2021 (P.L. 117-43, Division A).

The House passed a seven-bill minibus appropriation (H.R. 4502) on July 29, 2021, with Agriculture appropriations as Division B. The minibus incorporated the text, as amended, of the committee-reported bill for agriculture (H.R. 4356, H.Rept. 117-82).

The Senate Appropriations Committee reported its bill (S. 2599, S.Rept. 117-34) on August 4, 2021, after subcommittee approval on August 2 (**Table 1**). See **Figure 1** for a timeline comparison of action on Agriculture appropriations over the past decade.

**Table 1. Status of FY2022 Agriculture Appropriations**

Administration Request	House Action			Senate Action			Continuing Resolution	Final Appropriation
	Subcmte.	Cmte.	Floor	Subcmte.	Cmte.	Floor		
5/28/2021 OMB Budget Appendix USDA FDA CFTC FCA	6/25/2021 Draft <sup>a</sup> Voice vote	6/30/2021 H.R. 4356 H.Rept. 117-82 Voice vote	7/29/2021 H.R. 4502 Division B Vote of 219-208	8/2/2021 Voice vote	8/4/2021 S. 2599 S.Rept. 117-34 Vote of 25-5	—	9/30/2021 P.L. 117-43 until 12/3/2021	—

**Source:** Congressional Research Service (CRS), compiled from Congress.gov, OMB, and agency websites.

**Notes:** OMB = Office of Management and Budget; USDA = U.S. Department of Agriculture; FDA = Food and Drug Administration; CFTC = Commodity Futures Trading Commission; and FCA = Farm Credit Administration.

- a. The House subcommittee draft is at <https://docs.house.gov/meetings/AP/AP01/20210625/112825/BILLS-117-SC-AP-FY2022-Agriculture-AppropsAgriculturedraftbill.pdf>.

The House-passed Agriculture appropriations bill would provide \$26.53 billion in discretionary appropriations, an increase of \$2.8 billion (+12%) over the regular annual FY2021 appropriation on a comparable basis that includes the Commodity Futures Trading Commission (CFTC).<sup>1</sup> The House-passed bill adopts much, but not all, of the Biden Administration's request and is \$313 million less (-1%) than the Administration's request (**Table 2**).

The Senate-reported bill would provide \$25.85 billion in discretionary appropriations, an increase of \$2.5 billion (+10.5%) over the regular annual FY2021 appropriation and \$315 million less than the House-passed bill (-1.2%) on a comparable basis that excludes the CFTC. The Senate-reported bill would increase many accounts from FY2021 levels, though with somewhat different priorities than the House bill.

<sup>1</sup> Jurisdiction for Commodity Futures Trading Commission (CFTC) appropriations differs between the chambers. Since FY2008, the CFTC has been marked up in the Agriculture Subcommittee of the House Appropriations Committee and in the Financial Services and General Government Subcommittee (Financial Services) of the Senate Appropriations Committee. The enacted CFTC appropriation is carried in the Agriculture bill in even-numbered fiscal years and in the Financial Services bill in odd-numbered fiscal years.

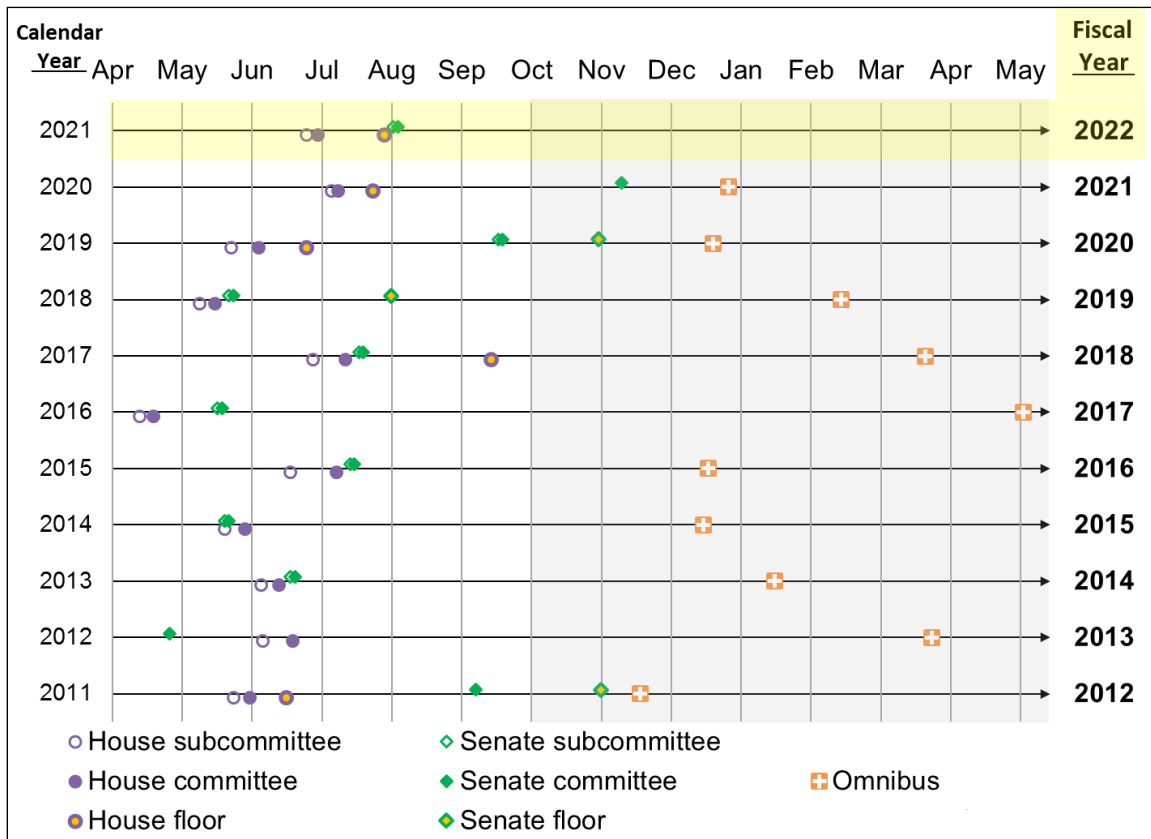
**Table 2. Agriculture and Related Agencies Appropriations, FY2021-FY2022**

Budget authority in millions of dollars (discretionary unless stated otherwise)

Type of spending and jurisdiction	FY2021		FY2022		Enacted	Change from FY2021 to FY2022	
	P.L. 116-260	Admin. request	House-passed	Senate-reported		House	Senate
Discretionary							
Senate basis, w/o CFTC	23,388.4	26,564.6	[26,167.0]	25,852.1	—	+2,778.5	+2,463.6
House basis, w/ CFTC	[23,692.4]	26,842.6	26,530.0	[26,236.1]	—	+2,837.5	+2,543.6
Mandatory	181,020.7	187,365.7	169,560.7	169,586.7	—	-11,460.0	-11,434.0
Total: Senate basis	204,409.1	213,930.3	[195,727.7]	195,438.8	—	-8,681.4	-8,970.3
Total: House basis	[204,713.1]	214,208.3	196,090.7	[195,822.8]	—	-8,622.4	-8,890.3

**Source:** CRS, using appropriations text and reports and unpublished Congressional Budget Office (CBO) tables. House-passed refers to H.R. 4502, Division B. Senate-reported refers to S. 2599 and, for the CFTC, the Oct. 18 Senate Financial Services draft.

**Notes:** Amounts are nominal discretionary budget authority unless labeled otherwise. Bracketed amounts are not in the official totals due to differing House-Senate jurisdiction for the CFTC but are shown for comparison. Excludes supplemental appropriations acts, except as have been incorporated into mandatory appropriations.

**Figure 1. Timeline of Action on Agriculture Appropriations, FY2012-FY2022**


**Source:** CRS. For specific dates and links to bills, see **Appendix D**.

**Notes:** Gray shading shows the beginning of each fiscal year. Yellow shading is the current appropriations cycle.

### Other CRS Resources for Agricultural Appropriations

- CRS Report R46912, *USDA Rural Broadband, Electric, and Water Programs: FY2022 Appropriations*
- CRS In Focus IF11262, *USDA's ReConnect Broadband Pilot Program*
- CRS Report R46681, *USDA Nutrition Assistance Programs: Response to the COVID-19 Pandemic*
- CRS Report R44576, *The Food and Drug Administration (FDA) Budget: Fact Sheet*
- CRS Report R46728, *FY2021 Appropriations for Agricultural Conservation*
- CRS Report R44606, *The Commodity Credit Corporation (CCC)*
- CRS Report R45422, *U.S. International Food Assistance: An Overview*

## Scope of Agriculture Appropriations

The Agriculture appropriations bill—formally known as the Agriculture, Rural Development, Food and Drug Administration, and Related Agencies Appropriations Act—funds all of the U.S. Department of Agriculture (USDA), excluding the U.S. Forest Service.<sup>2</sup> It also funds the Food and Drug Administration (FDA) and, in even-numbered fiscal years, the CFTC.

Jurisdiction is with the House and Senate Committees on Appropriations and their Subcommittees on Agriculture, Rural Development, Food and Drug Administration, and Related Agencies. The bill includes mandatory and discretionary spending, but the discretionary amounts are the primary focus (**Figure 2**). Most programs funded in the bill are in the authorizing jurisdiction of the House or Senate Agriculture Committees—however, some are not, such as FDA; Special Supplemental Nutrition Program for Women, Infants, and Children (WIC); or child nutrition (checkered regions in **Figure 2**).

The federal budget process treats discretionary and mandatory spending differently:<sup>3</sup>

- **Discretionary spending** is controlled by annual appropriations acts and receives most of the attention during the appropriations process. The annual budget resolution process sets spending limits for discretionary appropriations.<sup>4</sup> Agency operations (salaries and expenses) and many grant programs are discretionary.
- **Mandatory spending** is carried in the appropriation and usually advanced unchanged,<sup>5</sup> since it is controlled by budget rules during the authorization process.<sup>6</sup> Spending for so-called entitlement programs is determined in laws such as the 2018 farm bill<sup>7</sup> and 2010 child nutrition reauthorization.<sup>8</sup>

In the FY2021 appropriation (P.L. 116-260), the discretionary amount is 12% (\$24 billion) of the \$205 billion total (on a House jurisdiction basis that includes the CFTC). Mandatory spending

<sup>2</sup> Although the U.S. Forest Service is in USDA, appropriations jurisdiction is with the Interior Appropriations Act.

<sup>3</sup> See CRS In Focus IF11032, *Budgetary Decisionmaking in Congress*; and CRS Report R44582, *Overview of Funding Mechanisms in the Federal Budget Process, and Selected Examples*.

<sup>4</sup> See CRS Report R42388, *The Congressional Appropriations Process: An Introduction*.

<sup>5</sup> Mandatory spending creates funding stability and consistency compared with annual discretionary appropriations. In agriculture, it originated with farm commodity programs that had uncertain outlays due to weather and markets.

<sup>6</sup> See CRS Report 98-560, *Baselines and Scorekeeping in the Federal Budget Process*.

<sup>7</sup> P.L. 115-334 (Agricultural Act of 2018). See CRS Report R45425, *Budget Issues That Shaped the 2018 Farm Bill*.

<sup>8</sup> P.L. 111-296 (Healthy, Hunger-Free Kids Act of 2010). See CRS In Focus IF10266, *Child Nutrition Reauthorization (CNR): An Overview*.

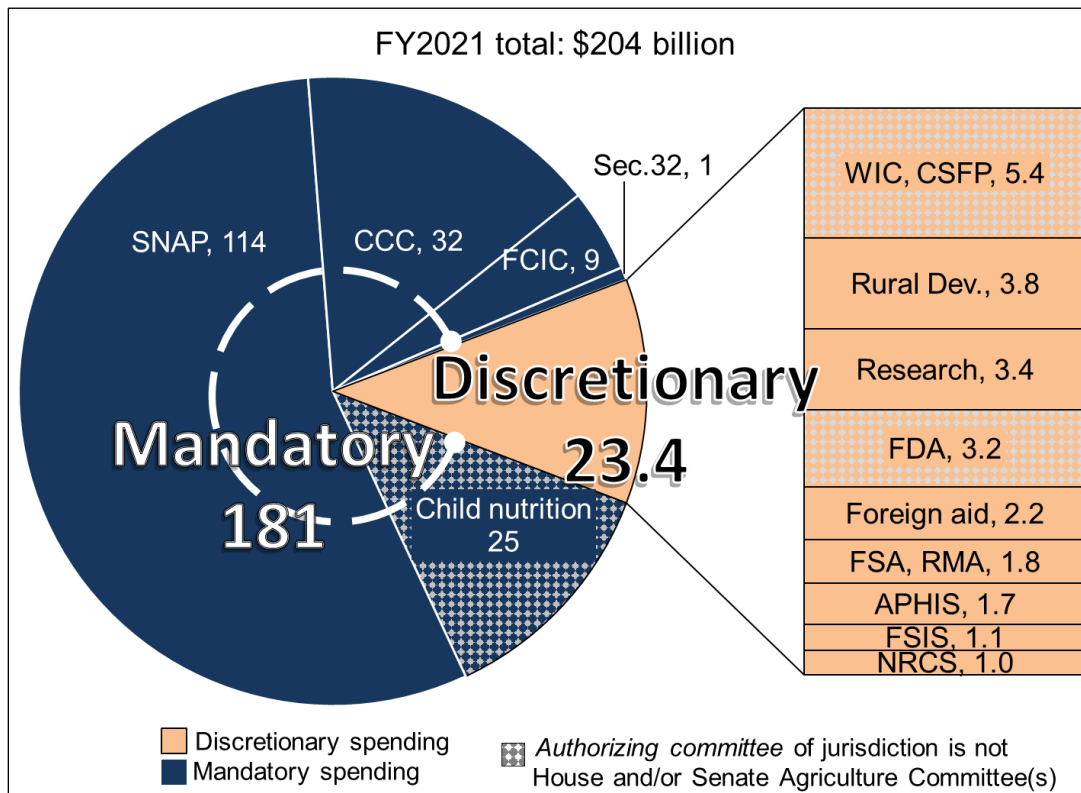
carried in the act comprised \$181 billion, about 88% of the total, which is higher than usual because of the large supplemental spending from coronavirus assistance acts.

Within the discretionary total, the largest spending items are WIC, rural development, agricultural research, FDA, foreign food aid and trade, farm assistance loans and salaries, animal and plant health programs, food safety inspection, and technical assistance for conservation programs.

The main mandatory spending items are the Supplemental Nutrition Assistance Program (SNAP) and other food and nutrition act programs, child nutrition (school lunch and related programs), crop insurance, and farm commodity and conservation programs that are funded through USDA's Commodity Credit Corporation (CCC). SNAP is referred to as an "appropriated entitlement" and requires an annual appropriation.<sup>9</sup> Amounts for the nutrition program are based on projected spending needs. In contrast, the CCC appropriations reimburse spending from a line of credit.<sup>10</sup>

**Figure 2. Scope of Agriculture and Related Agencies Appropriations**

Budget authority in billions of dollars



Source: CRS.

**Notes:** Excludes the CFTC. Incorporates with relevant agencies notable amounts from General Provisions. Does not show agencies under \$0.5 billion. SNAP = Supplemental Nutrition Assistance Program; CCC = Commodity Credit Corporation; FCIC = Federal Crop Insurance Corporation; Section 32 = Funds for Strengthening Markets, Income and Supply; WIC = Special Supplemental Nutrition Program for Women, Infants, and Children; CSFP = Commodity Supplemental Food Program; FDA = Food and Drug Administration; FSA = Farm Service Agency, incl. Farm Production and Conservation Business Center; RMA = Risk Management Agency; FSIS = Food Safety and Inspection Service; APHIS = Animal and Plant Health Inspection Service; NRCS = Natural Resources Conservation Service.

<sup>9</sup> See CRS Report RS20129, *Entitlements and Appropriated Entitlements in the Federal Budget Process*.

<sup>10</sup> See CRS Report R44606, *The Commodity Credit Corporation (CCC)*.

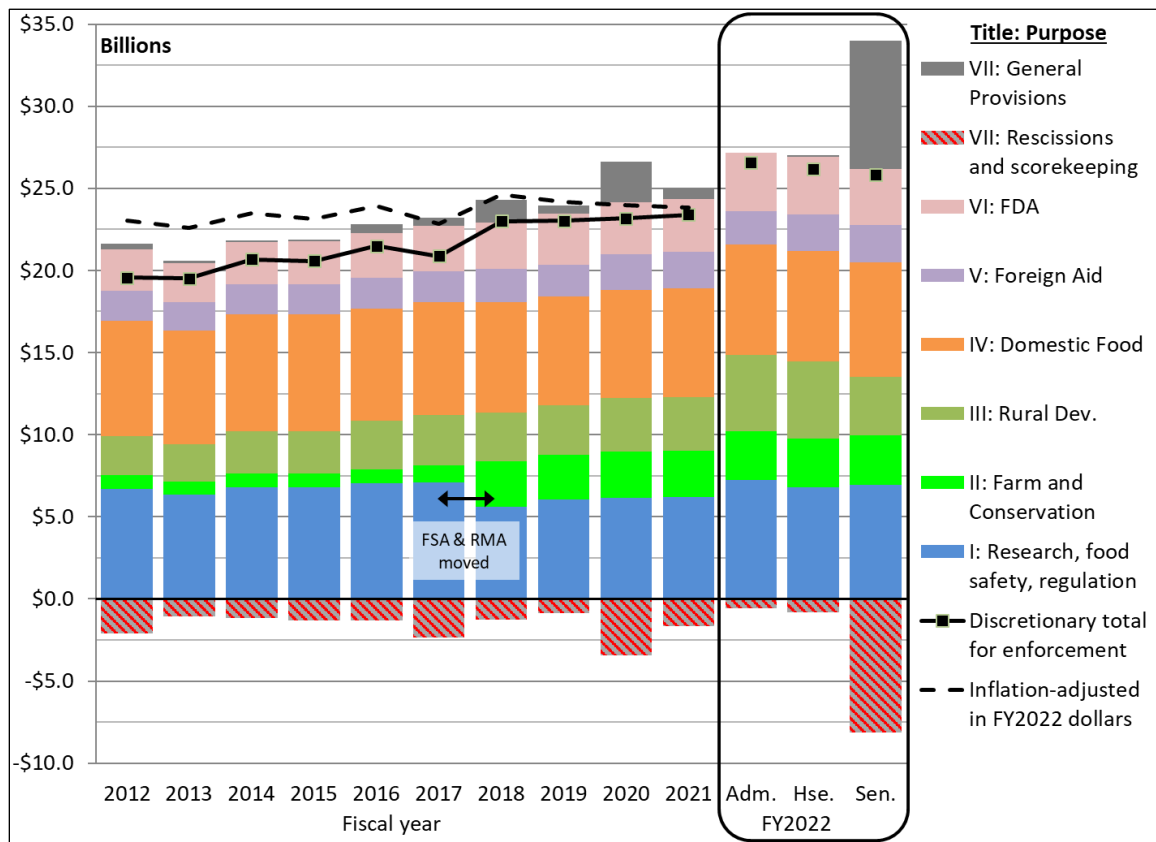


## Recent Trends in Agriculture Appropriations

In the past 10 years, discretionary Agriculture appropriations were the lowest in FY2013 and gradually increased 20% over eight years. These historical measures can be tempered by inflation adjustments, as shown in the dotted line in **Figure 3**. In inflation-adjusted dollars, the Agriculture appropriations total in FY2021 is 4.6% higher than the low in FY2013, and it is 3.9% less than the recent inflation-adjusted high in FY2018.

The total of the positive stacked bars in **Figure 3** is the budget authority provided in the act. In FY2018, USDA reorganization moved some programs between Titles I and II, most noticeably the Farm Service Agency. In most years, the cumulative appropriation is higher than the official discretionary spending allocation (the black line) because of budgetary offsets from rescissions in Title VII (General Provisions) and other negative scorekeeping adjustments. These negative offsets mostly are due to rescissions of prior-year unobligated funds, negative subsidies from loan programs that charge fees, and limits placed on mandatory programs before FY2018. The Senate-reported bill for FY2022 includes a large amount in the General Provisions title for disaster programs that are offset by an emergency spending declaration in scorekeeping.

**Figure 3. Trends in Discretionary Agriculture Appropriations, FY2012-FY2022**



**Source:** CRS.

**Notes:** For FY2022, Adm. = the Biden Administration's request; Hse. = House-passed H.R. 4502, Division B; and Sen. = S. 2599. For comparability, the figure excludes the CFTC in all columns regardless of jurisdiction. It also excludes supplemental and nondiscretionary appropriations not in annual appropriations acts. The inflation-adjusted line was calculated using the gross domestic product price deflator.

### Key Budget Terms

**Budget authority** is the main purpose of an appropriations act or a law authorizing mandatory spending. It provides the legal basis from which to obligate funds. It expires at the end of a period, usually after one year unless specified otherwise (e.g., two years or indefinite). Most funding amounts in this report are budget authority.

**Obligations** are contractual agreements between a government agency and its clients or employees. These occur when an agency agrees to spend money from its budget authority. The Antideficiency Act prohibits agencies from obligating more budget authority than is provided in law, such as during a government shutdown.

**Outlays** are the payments (cash disbursements) that satisfy a valid obligation. Timing of outlays may differ from budget authority or obligations because payments from an agency may not occur until services are fulfilled, goods are delivered, or construction is completed.

**Program level** represents the sum of the activities undertaken by an agency. A program level may be higher than a budget authority if the program (1) receives **user fees**, (2) includes **loans** that are leveraged by an expectation of repayment (loan authority may exceed budget authority), or (3) receives **transfers** from other agencies.

**Rescissions** are permanent reductions in budget authority after enactment that score as budgetary savings.

**CHIMPS** (Changes in Mandatory Program Spending) are adjustments via an appropriations act that can change available funding for mandatory programs. CHIMPS usually change spending for one year and may score as an increase or decrease to outlays. They do not change the underlying authority of the program in law.

For more background, see CRS Report 98-721, *Introduction to the Federal Budget Process*.

## Budget Caps and Subcommittee Allocations

Budget enforcement for discretionary spending follows long-standing rules for an annual budget resolution and procedures that allow enforcement via points of order.<sup>11</sup> The FY2022 appropriations cycle is the first in recent years without a statutory cap on discretionary spending.<sup>12</sup>

The FY2013-FY2021 statutory spending caps in the Budget Control Act of 2011, as amended, continue to require sequestration on mandatory spending accounts. Sequestration of mandatory accounts has notable effects in agriculture spending and is statutorily required to continue through FY2029. Sequestration reduces federal spending through automatic, largely across-the-board reductions. See **Appendix C** for more information.

## Budget Resolution

Typically, each chamber's Appropriations Committee receives a top-line limit on discretionary budget authority, referred to as a "302(a)" allocation, from the Budget Committee via an annual budget resolution. The Appropriations Committees then subdivide the allocation among their subcommittees, referred to as the "302(b)" allocations.<sup>13</sup>

The Senate passed a FY2022 budget resolution (S.Con.Res. 14) on August 11, 2021, primarily to develop reconciliation bills. The budget resolution occurred after the Senate Appropriations Committee had reported its first bills (including S. 2599) and effectively established subcommittee allocations. The House passed S.Con.Res. 14 on August 24, also after it had established subcommittee allocations.

<sup>11</sup> CRS Report R42388, *The Congressional Appropriations Process: An Introduction*.

<sup>12</sup> From FY2013 to FY2021, the Budget Control Act of 2011 (BCA; P.L. 112-25) set discretionary budget caps in statute as a way of reducing federal spending. If federal spending exceeded the statutory budget caps, then automatic spending cuts (sequestration) were triggered.

<sup>13</sup> References to 302(a) and 302(b) are to sections of the Congressional Budget Act of 1974.

## Discretionary Spending Allocations

On July 20, 2021, the House Appropriations Committee reported its 302(b) subcommittee allocations for the 12 appropriations subcommittees (H.Rept. 117-91). The discretionary allocation for Agriculture was \$26.550 billion, an increase of \$2.8 billion (+12%) above a comparable FY2021 level that included the CFTC.

On August 4, 2021, the Senate Appropriations Committee reported a trio of appropriations subcommittee bills, including agriculture, without approving a slate of specific spending levels for each of the subcommittees.<sup>14</sup> The discretionary level in the Agriculture appropriations bill (S. 2599) is \$25.855 billion, an increase of nearly \$2.5 billion (+10.5%) above the comparable amount for FY2021.

## Action on FY2022 Appropriations

### Administration's Budget Request

The Biden Administration released its FY2022 budget proposal to Congress on May 28, 2021.<sup>15</sup> USDA concurrently released its more detailed budget summary and justification,<sup>16</sup> as did FDA,<sup>17</sup> the CFTC,<sup>18</sup> and the Farm Credit Administration.<sup>19</sup>

For accounts in the jurisdiction of the House Agriculture Appropriations Subcommittee, the Administration's budget requested \$26.84 billion (on a House jurisdiction basis including the CFTC, or \$26.56 billion on a Senate basis without the CFTC), an increase of \$3.2 billion from FY2021 (+13%, see **Table 3** and **Figure 3**).<sup>20</sup>

### House Action

From February to May 2021, the House Agriculture Appropriations Subcommittee held hearings on various USDA mission areas, FDA, and the USDA Office of Inspector General.<sup>21</sup>

On June 25, 2021, the House Agriculture Appropriations Subcommittee marked up an FY2022 Agriculture appropriations bill by voice vote. On June 30, the full committee reported the bill by voice vote (H.R. 4356, H.Rept. 117-82).

On July 29, 2021, the House passed a seven-bill FY2022 minibuss appropriation (H.R. 4502) that contained the text of the House-reported bill as Division B, as amended. Sixty-eight amendments were submitted to the Rules Committee for the agriculture portion.<sup>22</sup> The House Rules Committee

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<sup>14</sup> CQ News, "Senate appropriators warn of year-end train wreck," August 4, 2021.

<sup>15</sup> Office of Management and Budget (OMB), *FY2022 Budget of the U.S. Government*, Appendix.

<sup>16</sup> USDA, *FY2022 Budget Explanatory Notes for Committee on Appropriations*.

<sup>17</sup> Food and Drug Administration (FDA), *FY2022 Justification of Estimates for Appropriations Committees*.

<sup>18</sup> CFTC, *FY2022 President's Budget Request*.

<sup>19</sup> Farm Credit Administration, *FY2022 Proposed Budget and Performance Plan*.

<sup>20</sup> This represents the Administration's request based on current law and does not reflect the Administration's various legislative proposals that would change mandatory programs and any related changes to appropriations.

<sup>21</sup> Video is available at House Appropriations Committee, at [https://appropriations.house.gov/subcommittees/agriculture-rural-development-food-and-drug-administration-and-related-agencies-117th/congress\\_hearing](https://appropriations.house.gov/subcommittees/agriculture-rural-development-food-and-drug-administration-and-related-agencies-117th/congress_hearing).

<sup>22</sup> For the 68 amendments submitted for Division B, see <https://rules.house.gov/bill/117/hr-PIH-approps-2021>.

reported a modified open rule (H.Rept. 117-109),<sup>23</sup> which allowed 26 of these 68 amendments to be offered on the floor.<sup>24</sup> During floor consideration, all 26 amendments in Division B (numbered 57-82 for the floor) were considered as part of four en bloc amendments; 5 were rejected (nos. 60, 65, 66, and 80 in H.Amdt. 80 and no. 67 in H.Amdt. 83); and 21 were adopted (nos. 63 and 64 in H.Amdt. 81; and nos. 57-59, 61, 62, 68-79, 81, and 82 in H.Amdt. 82). Of the 21 adopted amendments, 13 revised funding amounts with offsets, 2 added policy statements, and 6 were for discussion purposes and made no substantive changes.

The House-passed Agriculture appropriations bill would provide \$26.53 billion in discretionary appropriations, an increase of \$2.8 billion (+12%) over the regular annual FY2021 appropriation on a comparable basis that includes the CFTC. The House-passed bill adopts much, but not all, of the Administration's request and is \$313 million less (-1%) than the Administration's request.

**Table 3** provides details of the House-passed bill at the agency level. The House-passed bill would increase most accounts from FY2021 levels, but generally by less than the Administration's request. The primary changes in the bill that comprise the \$2.8 billion increase, compared with the annual enacted FY2021 appropriation, would include the following:

- \$1,474 million to increase rural development programs, including
  - \$786 million, an increase of \$255 million above FY2021 (+48%), to move the ReConnect Broadband Pilot Program into the regular Rural Utilities Service (RUS) appropriation rather than continuing its pilot program status in General Provisions;
  - \$280 million to increase rural electricity and rural water programs (+42%), including \$175 million in new funding to modify existing RUS loans; and
  - \$190 million to increase grants for Community Facilities (+595%).
- \$1,037 million more in budget authority by rescinding less from prior appropriations than was rescinded in FY2021, mostly in the WIC program after higher demand for food distribution in 2020-2021 during the Coronavirus Disease 2019 (COVID-19) pandemic.
- \$332 million (+10%) to increase agricultural research, mostly for the Agricultural Research Service (ARS).
- \$262 million (+8%) to increase FDA.
- \$171 million (+7%) to increase the Animal and Plant Health Inspection Service, Agricultural Marketing Service, and the Food Safety Inspection Service.
- \$105 million (+1%) to increase domestic nutrition and foreign food assistance.
- \$105 million (+22%) to increase department administration.
- \$101 million (+4%) to increase Farm Production and Conservation.

Offsets to increases in the bill include scorekeeping adjustments generated by higher negative loan subsidies (-\$183 million) and reductions in General Provisions (-\$619 million), mostly from moving the Reconnect broadband program into RUS.

<sup>23</sup> For rules about floor consideration, see CRS Report R43424, *Considering Legislation on the House Floor: Common Practices in Brief*. A modified open rule makes in order a predetermined number of specific amendments.

<sup>24</sup> A crosswalk of the amendment numbers from those submitted (footnote 22) to those made in order for floor consideration (H.Rept. 117-109) is at [https://rules.house.gov/sites/democrats.rules.house.gov/files/Rule\\_HR4502.pdf](https://rules.house.gov/sites/democrats.rules.house.gov/files/Rule_HR4502.pdf).

## Senate Action

In June 2021, the Senate Agriculture Appropriations Subcommittee held two hearings on the USDA and FDA budget requests.<sup>25</sup>

On August 2, 2021, the Senate Agriculture Appropriations Subcommittee marked up an FY2022 Agriculture appropriations bill by voice vote. On August 4, the full committee reported the bill by a vote of 25-5 (S. 2599, S.Rept. 117-34). The bill has not yet had floor consideration. The Senate-reported bill would provide \$25.85 billion in discretionary appropriations, an increase of \$2.5 billion (+10.5%) over the regular annual FY2021 appropriation and \$315 million less than the House-passed bill (-1.2%) on a comparable basis that excludes the CFTC.

**Table 3** provides agency-level details of the Senate-reported bill. The Senate bill would increase many accounts from FY2021 levels, though with somewhat different priorities than in the House-passed bill. The primary reductions in the Senate-reported bill that comprise the \$315 million smaller amount than in the House-passed bill are the following:

- \$1,148 million less than in the House bill for rural development, including
  - \$787 million less by not moving the ReConnect Broadband Pilot Program into RUS (and providing \$650 million in General Provisions, which is \$137 million [-17%] less than the House bill would provide through RUS);
  - \$236 million less for rural electricity and rural water (-26%); and
  - \$91 million less for Community Facility grants (-41%).
- \$290 million less in budget authority by rescinding more from WIC.
- \$62 million less (-2%) for FDA.
- \$39 million less (-1%) for agricultural research, primarily less for ARS buildings and facilities and more for ARS operations.

Increases compared with the House bill that ameliorate the reductions above include

- \$724 million more than in the House bill for General Provisions, including
  - \$650 million for the ReConnect Broadband Program (as described above),
  - \$40 million more for foreign food assistance and to change certain mandatory spending on domestic nutrition programs, and
  - \$34 million more for miscellaneous other programs in General Provisions.
- \$252 million more (+4%) for discretionary domestic nutrition programs, primarily for WIC.
- \$159 million more (+27%) for department administration (for facilities).
- \$82 million more (+3%) for Farm Production and Conservation, namely for conservation assistance.

Additionally the Senate-reported bill proposed \$7,045 million for the Wildfires and Hurricanes Indemnity Program (WHIP) and a related crop insurance purchase requirement, all of which were declared emergency spending. A supplemental appropriation enacted in the CR addressed this proposal (see “Supplemental Appropriation,” below).

<sup>25</sup> Videos of the hearings are available at the Senate Agriculture Appropriations Subcommittee website.

**Table 3. Agriculture and Related Agencies Appropriations by Agency, FY2020-FY2022**

Budget authority in millions of dollars

Agency or major program	FY2020	FY2021	FY2022				Change from FY2021 to FY2022	
	P.L. 116-94	P.L. 116-260	Admin. request <sup>a</sup>	House-passed	Senate-reported	Enacted	House	Senate
<b>Title I. Agricultural Programs</b>								
Departmental Admin. (Table A-I)	472.8	480.2	624.0	585.1	744.1	—	+105.0	+263.9
<b>Research, Education, and Economics</b>								
Agricultural Research Service	1,607.1	1,527.5	1,895.0	1,764.6	1,720.4	—	+237.1	+193.0
National Institute of Food and Agriculture	1,527.4	1,570.1	1,955.9	1,656.8	1,656.8	—	+86.7	+86.7
National Agricultural Statistics Service	180.3	183.9	193.7	189.2	191.7	—	+5.3	+7.7
Economic Research Service	84.8	85.5	90.6	88.6	90.8	—	+3.1	+5.3
Under Secretary	0.8	0.8	6.3	4.3	1.3	—	+3.5	+0.5
<b>Marketing and Regulatory Programs</b>								
Animal and Plant Health Inspection Svc.	1,045.9	1,067.4	1,105.4	1,125.6	1,125.3	—	+58.2	+57.9
Agricultural Marketing Service	188.2	189.6	214.4	225.4	235.1	—	+35.8	+45.5
Section 32 (M)	1,404.0	1,359.9	1,391.2	1,391.2	1,391.2	—	+31.3	+31.3
Under Secretary	0.8	0.8	1.3	1.6	1.6	—	+0.8	+0.8
<b>Food Safety</b>								
Food Safety and Inspection Service	1,054.3	1,075.7	1,165.6	1,153.1	1,153.1	—	+77.4	+77.4
Under Secretary	0.8	0.8	1.3	1.1	1.3	—	+0.3	+0.5
<b>Subtotal, Title I</b>								
<b>Discretionary</b>	<b>6,163.1</b>	<b>6,182.2</b>	<b>7,253.4</b>	<b>6,795.3</b>	<b>6,921.5</b>	—	<b>+613.1</b>	<b>+739.3</b>
Mandatory (M)	1,404.0	1,359.9	1,391.2	1,391.2	1,391.2	—	+31.3	+31.3
Subtotal	7,567.1	7,542.1	8,644.6	8,186.5	8,312.7	—	+644.4	+770.6
<b>Title II. Farm Production &amp; Conservation</b>								
<b>Farm and Commodity Programs</b>								
Business Center	203.9	231.3	238.2	238.2	238.2	—	+6.9	+6.9
Farm Service Agency (FSA) <sup>b</sup>	1,541.7	1,532.6	1,564.3	1,566.6	1,572.3	—	+34.0	+39.7
FSA Farm Loans: Loan Authority <sup>c</sup>	8,431.0	9,858.2	10,358.2	10,385.9	10,385.9	—	+527.7	+527.7
Risk Management Agency	58.4	60.1	69.2	67.0	67.7	—	+6.8	+7.6
Federal Crop Insurance Corporation (M)	9,959.0	8,748.0	9,660.0	9,660.0	9,660.0	—	+912.0	+912.0
Commodity Credit Corporation (M)	26,309.0	31,830.7	25,915.0	25,915.0	25,915.0	—	-5,915.7	-5,915.7
<b>Conservation Programs</b>								
Conservation Operations	829.6	832.7	886.3	900.5	938.0	—	+67.8	+105.2
Watershed and Flood Prevention	175.0	175.0	175.0	160.0	198.3	—	-15.0	+23.3
Watershed Rehabilitation Program	10.0	10.0	10.0	10.0	10.0	—	+0.0	+0.0
Healthy Forests Reserve	—	—	20.0	—	—	—	—	—

Agency or major program	FY2020	FY2021	FY2022				Change from FY2021 to FY2022	
	P.L. 116-94	P.L. 116-260	Admin. request <sup>a</sup>	House-passed	Senate-reported	Enacted	House	Senate
Urban Agriculture Program	—	—	9.5	—	—	—	—	—
Under Secretary	0.9	0.9	1.4	1.7	1.7	—	+0.8	+0.8
<b>Subtotal, Title II</b>								
<b>Discretionary</b>	<b>2,819.0</b>	<b>2,842.1</b>	<b>2,973.4</b>	<b>2,943.4</b>	<b>3,025.6</b>	—	<b>+101.3</b>	<b>+183.5</b>
Mandatory (M)	36,268.5	40,579.2	35,575.5	35,575.5	35,575.5	—	-5,003.7	-5,003.7
Subtotal	39,087.5	43,421.4	38,548.9	38,518.9	38,601.1	—	-4,902.4	-4,820.3
<b>Title III. Rural Development</b>								
Salaries and Expenses (incl. transfers) <sup>d</sup>	697.8	714.0	817.4	800.4	813.9	—	+86.4	+99.9
Rural Housing Service	1,686.7	1,708.0	1,723.1	1,940.5	1,821.7	—	+232.5	+113.7
RHS Loan Authority <sup>c</sup>	28,646.0	28,646.0	35,146.0	35,296.0	34,968.0	—	+6,650.0	+6,322.0
Rural Business-Cooperative Service	105.0	92.3	150.4	166.2	143.6	—	+73.9	+51.3
RBCS Loan Authority <sup>c</sup>	1,088.9	1,088.9	1,738.9	2,118.9	1,738.9	—	+1,030.0	+650.0
Rural Utilities Service	750.3 <sup>e</sup>	720.8	1,912.4	1,801.6	781.6	—	+1,080.8	+60.7
RUS Loan Authority <sup>c</sup>	8,401.2	8,401.9	9,050.4	8,656.9	9,598.3	—	+255.0	+1,196.5
Under Secretary <sup>f</sup>	0.8	0.8	1.3	1.6	1.6	—	+0.8	+0.8
<b>Subtotal, Title III</b>	<b>3,240.6<sup>e</sup></b>	<b>3,236.0</b>	<b>4,604.7</b>	<b>4,710.4</b>	<b>3,562.4</b>	—	<b>+1,474.3</b>	<b>+326.4</b>
Subtotal, RD Loan Authority <sup>c</sup>	38,136.1	38,136.8	45,935.3	46,071.8	46,305.2	—	+7,935.0	+8,168.5
<b>Title IV. Domestic Food Programs</b>								
Child Nutrition Programs (M)	23,615.1	25,118.4	26,887.9	26,892.9	26,878.9	—	+1,774.5	+1,760.5
WIC Program	6,000.0	6,000.0	6,000.0	6,000.0	6,278.0	—	+0.0	+278.0
SNAP, Food & Nutrition Act Program (M)	67,886.3	114,035.6	123,602.5	105,796.2	105,829.3	—	-8,239.4	-8,206.2
Commodity Assistance Programs	344.2	426.7	442.1	453.1	447.1	—	+26.4	+20.4
Nutrition Programs Administration	155.9	156.8	191.5	191.5	178.2	—	+34.7	+21.4
Under Secretary	0.8	0.8	1.3	1.3	1.3	—	+0.5	+0.5
<b>Subtotal, Title IV</b>								
<b>Discretionary</b>	<b>6,566.0</b>	<b>6,656.8</b>	<b>6,726.3</b>	<b>6,741.0</b>	<b>6,992.9</b>	—	<b>+84.3</b>	<b>+336.1</b>
Mandatory (M)	91,436.3	139,081.6	150,399.0	132,594.0	132,620.0	—	-6,487.6	-6,461.6
Subtotal	98,002.3	145,738.3	157,125.3	139,335.0	139,612.9	—	-6,403.3	-6,125.4
<b>Title V. Foreign Assistance</b>								
Foreign Agricultural Service	215.5	221.8	228.6	228.6	229.6	—	+6.8	+7.8
Food for Peace Title II, and admin.	1,725.1	1,740.1	1,570.0	1,740.0	1,760.0	—	-0.1	+19.9
McGovern-Dole Food for Education	220.0	230.0	230.1	245.0	245.0	—	+15.0	+15.0
CCC Export Loan Salaries	6.4	6.4	6.1	6.1	6.1	—	-0.3	-0.3
Office of Codex Alimentarius	4.8	4.8	4.8	4.8	4.8	—	+0.0	+0.0
Under Secretary	0.9	0.9	1.4	0.9	1.4	—	+0.0	+0.5



Agency or major program	FY2020	FY2021	FY2022			Change from FY2021 to FY2022		
	P.L. 116-94	P.L. 116-260	Admin. request <sup>a</sup>	House-passed	Senate-reported	Enacted	House	Senate
<b>Subtotal, Title V</b>	<b>2,172.7</b>	<b>2,204.0</b>	<b>2,041.1</b>	<b>2,225.5</b>	<b>2,247.0</b>	—	+21.4	+42.9
<b>Title VI. Related Agencies</b>								
Food and Drug Administration	3,171.5	3,214.7	3,557.7	3,476.7	3,414.7	—	+261.9	+200.0
Commodity Futures Trading Commission <sup>g</sup>	315.0	[304.0]	278.0	363.0	[384.0]	—	+59.0	+80.0
<b>Subtotal, Title VI</b>	<b>3,486.5</b>	<b>[3,518.7]</b>	<b>3,835.7</b>	<b>3,839.7</b>	<b>[3,798.7]</b>	—	<b>+320.9</b>	<b>+280.0</b>
<b>Title VII. General Provisions</b>								
<b>Changes in Mandatory Programs<sup>h</sup></b>								
a. Conservation programs	-60.2	-60.2	-60.2	-60.2	-60.2	—	+0.0	+0.0
b. Farm to School; Child nutrition training	+9.0	+12.0	+12.0	+0.0	+19.0	—	-12.0	+7.0
c. Farm Prod. & Conservation Bus. Ctr.	+60.2	+60.2	+60.2	+60.2	+60.2	—	+0.0	+0.0
d. Agriculture Quarantine Inspection	—	+635.0	—	—	—	—	-635.0	-635.0
e. Crop insurance purchasing requirement	—	—	—	—	+15.0	—	—	+15.0
<b>Subtotal, CHIMPS (Table B-1)</b>	<b>+9.0</b>	<b>+647.0</b>	<b>+12.0</b>	<b>+0.0</b>	<b>+34.0</b>	—	<b>-647.0</b>	<b>-613.0</b>
<b>Rescissions (discretionary)<sup>i</sup> (Table B-2)</b>	<b>-1,015.1</b>	<b>-1,262.0</b>	<b>0.0</b>	<b>-225.0</b>	<b>-514.7</b>	—	<b>+1,037.0</b>	<b>+747.3</b>
<b>Other appropriations (Table B-3)</b>								
a. Emergency/disaster programs	2,035.0	—	—	—	7,030.0	—	+0.0	+7,030.0
b. Broadband pilot <sup>j</sup>	300.0	531.0	— <sup>k</sup>	— <sup>k</sup>	650.0	—	-531.0	+119.0
c. Other appropriations	140.3	192.6	0.0	103.7	137.6	—	-88.8	-54.9
<b>Subtotal, Other appropriations</b>	<b>2,475.3</b>	<b>723.6</b>	<b>0.0</b>	<b>103.7</b>	<b>7,817.6</b>	—	<b>-619.8</b>	<b>+7,094.1</b>
<b>Subtotal, Title VII</b>	<b>1,469.2</b>	<b>108.6</b>	<b>12.0</b>	<b>-121.3</b>	<b>7,337.0</b>	—	<b>-229.8</b>	<b>+7,228.4</b>
<b>Scorekeeping Adjustments<sup>l</sup> (Table B-4)</b>								
Emergency declaration in this bill	-2,035.0 <sup>m</sup>	-635.0	0.0	0.0	-7,045.0	—	+635.0	-6,410.0
Other scorekeeping adjustments	-398.0	-421.0	-604.0	-604.0	-604.0	—	-183.0	-183.0
<b>Subtotal, Scorekeeping adjustments<sup>l</sup></b>	<b>-2,433.0</b>	<b>-1,056.0</b>	<b>-604.0</b>	<b>-604.0</b>	<b>-7,649.0</b>	—	<b>+452.0</b>	<b>-6,593.0</b>
<b>Totals</b>								
Discretionary: Senate basis w/o CFTC <sup>g</sup>	[23,169.1]	23,388.4	26,564.6	[26,167.0]	25,852.1	—	+2,778.5	+2,463.6
Discretionary: House basis w/ CFTC <sup>g</sup>	23,484.1	[23,692.4]	26,842.6	26,530.0	[26,236.2]	—	+2,837.5	+2,543.6
Mandatory (M)	129,108.8	181,020.7	187,365.7	169,560.7	169,586.7	—	-11,460.0	-11,434.0
Total: Senate basis w/o CFTC	152,278.0	204,409.1	213,930.3	195,727.7	195,438.8	—	-8,681.4	-8,970.3
Total: House basis w/ CFTC	152,593.0	204,713.1	214,208.3	196,090.7	195,822.8	—	-8,622.4	-8,890.3

**Source:** CRS, using appropriations text and reports and unpublished CBO tables. House-passed refers to H.R. 4502, Division B. Senate-reported refers to S. 2599 and, for the CFTC, the Oct. 18 Senate Financial Services draft.

**Notes:** Amounts are nominal discretionary budget authority in millions of dollars unless labeled otherwise. “(M)” indicates that the account is mandatory authority (or primarily mandatory authority). Bracketed amounts are not in the official totals due to differing House-Senate jurisdiction for the CFTC but are shown for



comparison. Excludes supplemental appropriations acts, except as were incorporated into mandatory appropriations.

- a. The request is based on current law and does not reflect the Administration's various legislative proposals.
- b. Includes regular FSA salaries and expenses plus transfers for farm loan program salaries and administrative expenses. Also includes farm loan program loan subsidy, State Mediation Grants, Dairy Indemnity Program (mandatory funding), and Grassroots Source Water Protection Program. Does not include appropriations to the Foreign Agricultural Service for export loans and P.L. 480 administration that are transferred to FSA.
- c. Loan authority is the amount of loans that can be made or guaranteed with a loan subsidy. This amount is not added in the budget authority subtotals or totals.
- d. Rural Development salaries and expenses include a base amount plus transfers from the three rural development agencies. Amounts presented for the agencies therefore include program funds for loans and grants.
- e. Excludes a portion of the other appropriations that are provided separately in General Provisions (see **Table B-3**).
- f. The USDA-initiated reorganization in 2017 created an "Assistant to the Secretary for Rural Development" as part of the Office of the Secretary rather than the previously Senate-confirmed undersecretary position. The 2018 farm bill reinstated the undersecretary position, and the FY2020 appropriation funds it as such.
- g. Jurisdiction for the Commodity Futures Trading Commission (CFTC) is in the House Agriculture Appropriations Subcommittee and the Senate Financial Services Appropriations Subcommittee. After FY2008, CFTC was and continues to be carried in the enacted Agriculture appropriations in even-numbered fiscal years. It is always carried in House Agriculture subcommittee markup but never in Senate Agriculture subcommittee markup. Bracketed amounts are not in the Agriculture appropriations totals due to differing House-Senate jurisdiction for CFTC but are shown for comparison.
- h. Changes in Mandatory Program Spending (CHIMPS) include temporary increases and reductions (from limitations and rescissions) to mandatory programs that are temporary via appropriations acts.
- i. Rescissions are actions that permanently reduce a budget authority subsequent to an enacted appropriation. They score budgetary savings. Any rescissions from mandatory programs are included with the CHIMPS.
- j. The ReConnect Broadband Pilot Program created in the FY2018 appropriation has been funded by a separate appropriation in the General Provisions title. In FY2019 and FY2020, it was augmented by a transfer from the Cushion of Credit account that is available outside the appropriations caps. For example, in FY2020, appropriators directed \$555 million to ReConnect from \$300 million appropriated in General Provisions and \$255 million from the Cushion of Credit account.
- k. The broadband ReConnect program is funded in the Rural Utilities Service (RUS) in the Administration's request and House bill.
- l. "Scorekeeping adjustments" are not necessarily appropriated items and may not be shown in Appropriations Committee tables but are part of the official CBO score (accounting) of the bill. They predominantly include "negative subsidies" in loan program accounts (mostly from receipt of fees) and adjustments for emergency designations in the bill.
- m. Includes \$1.5 billion rescission of unobligated emergency funding from the Wildlife and Hurricane Indemnity Program (WHIP) that was used to offset the reallocation to WHIP+.

## Continuing Resolution

In general, a CR continues the funding rates and conditions that were in the previous year's appropriations.<sup>26</sup> The Office of Management and Budget (OMB) may prorate funding on an annualized basis for the duration of the CR through a process known as apportionment.<sup>27</sup>

In the absence of enacted FY2022 appropriations, Congress passed a CR on September 30, 2021, to continue operations and prevent a government shutdown. The CR provides funding until December 3, 2021, and includes

- **Agriculture Appropriations (P.L. 117-43, Division A, §101(1)).** The CR continues the terms of the FY2021 Agriculture appropriations, except for a proviso that excludes pandemic-related emergency funding for the Agriculture Quarantine Inspection program.
- **Entitlements and Mandatory Spending (§111).** This provision provides sufficient funding to maintain mandatory program levels, including for nutrition programs (as done in previous years' CRs).<sup>28</sup>

Special provisions (anomalies) in a CR may adjust prior-year amounts or make specific administrative changes. Four anomalies apply specifically to the Agriculture appropriations:

- **Livestock Mandatory Reporting Extension (§101(1)).** This provision extends the Livestock Mandatory Reporting Act for the duration of the CR. The act has been reauthorized five times since it was enacted in 1999, most recently in the Consolidated Appropriations Act, 2021 (P.L. 116-260, Division O).<sup>29</sup>
- **Farm Loan Programs (§116).** This provision allows USDA to fund approved applications for direct and guaranteed farm ownership loans.
- **Rural Microentrepreneur Assistance Program (RMAP) Direct Loans (§117).** This provision provides \$25 million in loan authority. A negative loan subsidy is estimated for the program in FY2022, unlike the positive subsidy in FY2021.<sup>30</sup>
- **Special Supplemental Nutrition Program for Women, Infants, and Children (WIC, §118).** This provision requires USDA to increase WIC's cash-value voucher amounts (CVV, for the purchase of fruits and vegetables) for the first quarter of FY2022 and apportion sufficient funds.<sup>31</sup>

<sup>26</sup> CRS Report R42647, *Continuing Resolutions: Overview of Components and Practices*.

<sup>27</sup> For example, if a continuing resolution (CR) lasts for three months, then three-twelfths of the previous fiscal year amount may be apportioned. See OMB, *Apportionment of the Continuing Resolution(s) for Fiscal Year 2022*, OMB Bulletin 21-05, September 30, 2021, at <https://www.whitehouse.gov/wp-content/uploads/2021/09/OMB-BULLETIN-21-05.pdf>. See also CRS Report RL34700, *Interim Continuing Resolutions (CRs): Potential Impacts on Agency Operations*.

<sup>28</sup> The OMB bulletin about implementing CRs (see footnote 27) identified the scope of mandatory programs that were included in §111 by referencing the conference report for the Balanced Budget Act of 1997 (H.Rept. 105-217, p. 1014). These included nearly all of the mandatory agriculture programs: the Supplemental Nutrition Assistance Program (SNAP), child nutrition, CCC, crop insurance, Section 32, and the dairy indemnity program.

<sup>29</sup> CRS Report R45777, *Livestock Mandatory Reporting Act: Overview for Reauthorization in the 116th Congress*.

<sup>30</sup> USDA, *2022 USDA Budget Explanatory Notes for Committee on Appropriations – Rural Business – Cooperative Service*, pp. 32-45, at <https://www.usda.gov/sites/default/files/documents/32RBS2022Notes.pdf>.

<sup>31</sup> The American Rescue Plan Act (P.L. 117-2, §1105), at a state's option, increased the value of the cash-value voucher amounts (CVV) until September 30, 2021.

## Supplemental Appropriation

The bill enacted for the CR also carries a Disaster Relief Supplemental Appropriations Act (P.L. 117-43, Division B). For USDA, this supplemental appropriation provides amounts for two accounts:

- **Office of the Secretary (WHIP)**, \$10 billion. The appropriation funds an extension of WHIP for certain agricultural losses in calendar years 2020 and 2021. Similar funding had been authorized for appropriation by a House-reported authorizing bill (H.R. 267, \$8.5 billion) and was proposed in the Senate-reported Agriculture appropriations bill (S. 2599, §773, \$7.03 billion).<sup>32</sup>
- **Watershed and Flood Prevention Operations** (Emergency Watershed Protection Program), \$275 million.

These amounts are designated as emergency spending and do not count against discretionary budget limits.

## Other Appropriations Issues

### Policy-Related Provisions

Besides setting spending authority, appropriations acts are also a vehicle for policy-related provisions that direct executive branch actions.<sup>33</sup> These provisions, limitations, or riders may have the force of law if they are included in the act's text, but their effect is generally limited to the current fiscal year unless they amend the *U.S. Code*, which is rare in appropriations acts.

Report language may also provide policy instructions. Although report language does not carry the force of law, it often explains congressional intent that agencies may be expected to follow.

Congress has directed that committee reports and the joint explanatory statement need to be read together to capture congressional intent. For example, the explanatory statement for the FY2021 appropriation instructs that the House report is to be read together with the conference agreement (the Senate draft was not officially introduced, thus it does not carry the same weight).

The explanatory statement accompanying this division is approved and indicates congressional intent. Unless otherwise noted, the language set forth in House Report 116–446 carries the same weight as language included in this explanatory statement and should be complied with unless specifically addressed to the contrary in this explanatory statement. While some language is repeated for emphasis, it is not intended to negate the language referred to above unless expressly provided herein.

In cases in which the House or this explanatory statement has directed the submission of a report, such report is to be submitted to both the House and Senate Committees on Appropriations no later than 60 days after enactment, unless otherwise directed.<sup>34</sup>

<sup>32</sup> CRS In Focus IF11539, *Wildfires and Hurricanes Indemnity Program (WHIP)*.

<sup>33</sup> See CRS Report RL30240, *Congressional Oversight Manual*.

<sup>34</sup> U.S. Congress, House Committee on Appropriations, *Consolidated Appropriations Act, 2021*, committee print on H.R. 133/P.L. 116-260, 117<sup>th</sup> Cong., 1<sup>st</sup> sess., March 2021, 43-749 (Washington, DC: GPO, 2021), p. 69.

## Congressionally Directed Spending (Earmarks)

For FY2022, the House and Senate resumed allowing earmarks in appropriations.<sup>35</sup> The last time that appropriations acts contained earmarks was in FY2010.<sup>36</sup> *Earmarks* generally are defined as congressionally directed spending that noncompetitively benefits a specific entity or locality. Both chambers' rules require that appropriations reports disclose earmarks.<sup>37</sup>

The House-reported Agriculture appropriations bill for FY2022 would provide 111 earmarks totaling \$195 million in three accounts. The Senate-reported bill contains 146 earmarks totaling \$187 million in six accounts (**Table 4**). Only two of the accounts in the Senate bill overlap with accounts earmarked in the House bill (Community Facilities and broadband, the latter being an issue that spans the ReConnect Broadband Pilot program in the House bill and Broadband, Telemedicine and Distance Learning in the Senate bill). The House earmarks would span 40 states and were requested by 75 Representatives; the Senate earmarks would span 31 states and were requested by 51 Senators. Earmarks for Community Facilities are the most frequent in both bills; Senate earmarks are typically smaller, though the funding range is greater.

**Table 4. Summary of Earmarks in FY2022 Agriculture Appropriations Markups**

Account	Number	Dollars in thousands			Percent of account earmarked
		Median	Range	Total	
House					
Rural Development					
Community Facilities	86	912	17 - 7,000	112,037	50%
ReConnect Broadband Pilot Program	19	1,500	212 - 5,576	36,605	5%
Agricultural Research Service, Facilities	6	4,350	4,000 - 20,000	46,700	37%
<b>Total</b>	<b>111</b>	<b>1,000</b>	<b>17 - 20,000</b>	<b>195,342</b>	<b>na</b>
Senate					
Rural Development					
Community Facilities	104	307	23 - 7,725	83,690	64%
Broadband, Telemedicine, Distance Learning	7	328	104 - 890	2,510	4%
Natural Resources Conservation Service					
Conservation Operations	17	500	50 - 5,000	19,611	2%
Watershed and Flood Prevention Operations	7	2,500	50 - 8,400	23,275	12%
Animal and Plant Health Inspection Service	8	547	100 - 650	3,474	0.3%
General Provisions	3	10,000	5,000 - 39,700	54,700	na
<b>Total</b>	<b>146</b>	<b>413</b>	<b>23 - 39,700</b>	<b>187,260</b>	<b>na</b>

**Source:** CRS analysis of Congressionally Directed Spending tables in H.Rept. 117-82 (accompanying House-reported H.R. 4356) and S.Rept. 117-34 (accompanying Senate-reported S. 2599).

<sup>35</sup> CRS Report R46722, *Community Project Funding: House Rules and Committee Protocols*.

<sup>36</sup> CRS Report R40976, *Earmarks Disclosed by Congress: FY2008-FY2010 Regular Appropriations Bills*.

<sup>37</sup> CRS Report RS22866, *Earmark Disclosure Rules in the House: Member and Committee Requirements*, and CRS Report RS22867, *Earmark Disclosure Rules in the Senate: Member and Committee Requirements*.

# Appendix A. USDA Departmental Administration

**Table A-1. USDA Departmental Administration Appropriations**

Budget authority in millions of dollars

USDA Departmental Administration	FY2020	FY2021	FY2022				Change from FY2021 to FY2022	
	P.L. 116-94	P.L. 116-260	Admin. request	House-passed	Senate-reported	Enacted	House	Senate
<b>Office of the Secretary</b>								
Office of the Secretary	5.1	5.1	14.8	9.2	5.7	—	+4.1	+0.6
Office of Tribal Relations	— <sup>a</sup>	— <sup>a</sup>	2.9	2.9	1.0	—	+2.9	+1.0
Office of Homeland Security	1.5	1.3	13.4	4.7	4.7	—	+3.4	+3.4
Public Partnership and Engagement	6.2	7.0	13.3	9.3	6.0	—	+2.3	-1.0
Assistant Secretary for Admin.	0.9	0.9	1.4	1.6	1.6	—	+0.8	+0.8
Departmental Administration	21.4	21.4	26.0	18.5	21.8	—	-2.9	+0.3
Asst. Sec. Congressional Relations	3.9	3.9	4.5	4.5	4.5	—	+0.6	+0.6
Office of Communications	7.3	7.3	10.5	5.5	7.5	—	-1.9	+0.1
<b>Subtotal</b>	<b>46.1</b>	<b>47.0</b>	<b>86.8</b>	<b>56.3</b>	<b>52.9</b>	<b>—</b>	<b>+9.3</b>	<b>+5.9</b>
<b>Executive Operations</b>								
Office of Chief Economist	24.0	24.2	31.1	26.4	25.5	—	+2.2	+1.3
Office of Hearings and Appeals	15.2	15.4	16.2	16.2	16.2	—	+0.8	+0.8
Office of Budget, Program Analysis	9.5	9.6	12.8	12.8	12.3	—	+3.1	+2.7
<b>Subtotal</b>	<b>48.8</b>	<b>49.2</b>	<b>60.0</b>	<b>55.3</b>	<b>54.0</b>	<b>—</b>	<b>+6.1</b>	<b>+4.8</b>
<b>Other Administration</b>								
Chief Information Officer	66.6	66.8	101.0	84.7	84.7	—	+17.9	+17.9
Chief Financial Officer	6.0	6.1	7.1	7.1	7.1	—	+1.0	+1.0
Assistant Secretary for Civil Rights	0.9	0.9	1.4	1.4	1.4	—	+0.5	+0.5
Office of Civil Rights	24.2	22.8	29.3	35.3	29.3	—	+12.5	+6.5
Office of Safety, Security, Protection	—	23.2	27.0	23.3	23.3	—	+0.1	+0.1
Buildings and facilities	128.2	108.1	133.4	141.8	313.4	—	+33.6	+205.3
Hazardous materials management	4.5	6.5	6.5	8.5	6.5	—	+2.0	+0.0
Office of Inspector General	98.2	99.9	106.3	106.3	106.3	—	+6.4	+6.4
General Counsel	45.1	45.4	60.7	60.7	60.7	—	+15.3	+15.3
Office of Ethics	4.1	4.2	4.3	4.3	4.3	—	+0.1	+0.1
<b>Subtotal</b>	<b>377.9</b>	<b>384.0</b>	<b>477.2</b>	<b>473.5</b>	<b>637.2</b>	<b>—</b>	<b>+89.6</b>	<b>+253.3</b>
<b>Total</b>	<b>472.8</b>	<b>480.2</b>	<b>624.0</b>	<b>585.1</b>	<b>744.1</b>	<b>—</b>	<b>+105.0</b>	<b>+263.9</b>

**Source:** CRS, using appropriations text and reports and unpublished CBO tables. House-passed refers to H.R. 4502, Division B. Senate-reported refers to S. 2599.

a. From FY2018 to FY2021, the formerly separate Office of Tribal Relations was part of the Office of Public Partnership and Engagement.

## Appendix B. Appropriations in General Provisions

**Table B-1. General Provisions: Changes in Mandatory Program Spending (CHIMPS)**

Budget authority in millions of dollars

CHIMPS and mandatory rescissions	FY2020	FY2021	FY2022				Change from FY2021 to FY2022	
	P.L. 116-94	P.L. 116-260	Admin. request	House-passed	Senate-reported	Enacted	House	Senate
<b>Farm bill programs</b>								
Farm Security Rural Investment Act conservation programs	-60.2	-60.2	-60.2	-60.2	-60.2	—	+0.0	+0.0
Farm to School	+9.0	+12.0	+12.0	—	+17.0	—	-12.0	+5.0
Crop insurance purchasing requirement	—	—	—	—	+15.0	—	—	+15.0
<b>Subtotal, farm bill programs</b>	<b>-51.2</b>	<b>-48.2</b>	<b>-48.2</b>	<b>-60.2</b>	<b>-28.2</b>	<b>—</b>	<b>-12.0</b>	<b>+20.0</b>
<b>Other CHIMPS</b>								
Farm Production & Conservation (FPAC) Business Center	+60.2	+60.2	+60.2	+60.2	+60.2	—	+0.0	+0.0
Child nutrition training	—	—	—	—	+2.0	—	—	+2.0
Agriculture Quarantine Inspection	—	+635.0	—	—	—	—	-635.0	-635.0
<b>Total CHIMPS</b>	<b>+9.0</b>	<b>+647.0</b>	<b>+12.0</b>	<b>+0.0</b>	<b>+34.0</b>	<b>—</b>	<b>-647.0</b>	<b>-613.0</b>

**Source:** CRS, using appropriations text and reports and unpublished CBO tables. House-passed refers to H.R. 4502, Division B. Senate-reported refers to S. 2599.

**Table B-2. General Provisions: Rescissions from Discretionary Accounts**

Budget authority in millions of dollars

Rescissions from discretionary accounts	FY2020	FY2021	FY2022				Change from FY2021 to FY2022	
	P.L. 116-94	P.L. 116-260	Admin. request	House-passed	Senate-reported	Enacted	House	Senate
Special Supplemental Nutrition Program for Women, Infants, and Children	-1,000.0	-1,250.0	—	-225.0	-514.7	—	+1,025.0	+735.3
Broadband program	—	-12.0	—	—	—	—	+12.0	+12.0
Electric loan refinancing	-15.1	—	—	—	—	—	—	—
<b>Total</b>	<b>-1,015.1</b>	<b>-1,262.0</b>	<b>0.0</b>	<b>-225.0</b>	<b>-514.7</b>	<b>—</b>	<b>+1,037.0</b>	<b>+747.3</b>

**Source:** CRS, using appropriations text and reports and unpublished CBO tables. House-passed refers to H.R. 4502, Division B. Senate-reported refers to S. 2599.

**Table B-3. General Provisions: Other Appropriations**

Budget authority in millions of dollars

Program	FY2020	FY2021	FY2022				Change from FY2021 to FY2022	
	P.L. 116-94	P.L. 116-260	Admin. request	House-passed	Senate-reported	Enacted	House	Senate
FDA seafood safety	—	1.0	—	—	—	—	-1.0	-1.0
FDA buildings and facilities	20.0	—	—	—	—	—	—	—
Goodfellow facility	—	45.9	—	24.5	24.5	—	-21.3	-21.3
WI Germplasm Facility	—	—	—	—	39.7	—	—	+39.7
Institute for Rural Partnership	—	—	—	—	30.0	—	—	+30.0
VT Institute for Rural Partnership	—	—	—	—	10.0	—	—	+10.0
Livestock Library	—	—	—	—	1.0	—	—	+1.0
Southwest Regional Border Commission	—	—	—	—	1.0	—	—	+1.0
Dairy Innovation	20.0	22.0	—	—	—	—	-22.0	-22.0
Wetlands Mitigation banking	5.0	5.0	—	—	5.0	—	-5.0	+0.0
Conservation Reserve Program pilot	1.0	—	—	—	—	—	—	—
Citrus greening	8.5	8.5	—	—	—	—	-8.5	-8.5
Cogongrass pilot	—	3.0	—	—	3.0	—	-3.0	+0.0
Protecting Animals with Shelter Grants	2.0	2.5	—	3.0	—	—	+0.5	-2.5
Geographically disadvantaged farmers	2.0	2.0	—	3.0	—	—	+1.0	-2.0
Farming Opportunities Training & Outreach	5.0	5.0	—	5.0	5.0	—	+0.0	+0.0
Water Bank	4.0	4.0	—	—	4.0	—	-4.0	+0.0
Rural Energy Savings Program	12.0	11.0	—	—	—	—	-11.0	-11.0
Agriculture Business Innovation Center	—	2.0	—	—	—	—	-2.0	-2.0
Renewable Energy	—	10.0	—	—	—	—	-10.0	-10.0
Maturing mortgage pilot	1.0	2.0	—	2.0	2.0	—	+0.0	+0.0
Waste water pilot	5.0	5.0	—	5.0	—	—	+0.0	-5.0
ReConnect Broadband pilot <sup>a</sup>	300.0	531.0	—	—	650.0	—	-531.0	+119.0
Rural Hospital Technical Assistance	1.0	2.0	—	2.0	—	—	+0.0	-2.0
Tribal Demonstration Projects	3.0	3.0	—	—	3.0	—	-3.0	+0.0
Healthy Food Financing Initiative	5.0	5.0	—	—	—	—	-5.0	-5.0
Healthy Fluid Milk	1.0	1.0	—	3.0	3.0	—	+2.0	+2.0
RISE grants	5.0	5.0	—	—	—	—	-5.0	-5.0
NIFA military veterans grants	5.0	5.0	—	7.5	5.0	—	+2.5	+0.0
Genome to Phenome	1.0	1.0	—	2.0	—	—	+1.0	-1.0
Blue Ribbon panel	—	0.3	—	0.3	—	—	+0.0	-0.3
Farm of the Future	—	4.0	—	6.0	—	—	+2.0	-4.0
Open data standards	—	0.5	—	2.0	—	—	+1.5	-0.5

Program	FY2020	FY2021	Admin. request	FY2022			Change from FY2021 to FY2022	
	P.L. 116- 94	P.L. 116- 260		House- passed	Senate- reported	Enacted	House	Senate
NIFA 1890 land grants, Center of Excellence	6.0	10.0	—	10.0	—	—	+0.0	-10.0
Tribal Student Scholarships	5.0	5.0	—	5.0	—	—	+0.0	-5.0
International Ag Education Fellowship	1.0	1.0	—	1.0	—	—	+0.0	-1.0
NOAA working group	—	1.0	—	—	1.0	—	-1.0	+0.0
Pollinator Research Coordinator	0.4	0.4	—	0.4	0.4	—	+0.0	+0.0
Urban Agriculture Office	5.0	7.0	—	—	—	—	-7.0	-7.0
Food Loss Liaison	0.4	0.5	—	—	—	—	-0.5	-0.5
Child Nutrition training pilot	—	1.0	—	—	—	—	-1.0	-1.0
Nutrition Assistance Program Study	6.0	—	—	—	—	—	—	—
Micro-grants for Food Security	5.0	5.0	—	10.0	—	—	+5.0	-5.0
School breakfast expansion	5.0	6.0	—	12.0	—	—	+6.0	-6.0
<b>Subtotal</b>	<b>440.3</b>	<b>723.6</b>	<b>0.0</b>	<b>103.7</b>	<b>787.6</b>	<b>—</b>	<b>-619.8</b>	<b>+64.1</b>
<b>Disaster/Emergency programs</b>								
Ebola prevention and treatment	535.0	—	—	—	—	—	—	—
WHIP-Wildfire, Hurricanes Indemnity Prog.	1,500.0	—	—	—	7,030.0	—	—	+7,030.0
<b>Subtotal (see Table B-4)</b>	<b>2,035.0</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>7,030.0</b>	<b>—</b>	<b>—</b>	<b>+7,030.0</b>
<b>Total</b>	<b>2,475.3</b>	<b>723.6</b>	<b>0.0</b>	<b>103.7</b>	<b>7,817.6</b>	<b>—</b>	<b>-619.8</b>	<b>+7,094.1</b>

**Source:** CRS, using appropriations text and reports and unpublished CBO tables. House-passed refers to H.R. 4502, Division B. Senate-reported refers to S. 2599.

**Note:** Excludes supplemental appropriations outside the annual appropriations act.

- a. The ReConnect Broadband Pilot Program created in the FY2018 appropriation has been funded by separate appropriation in the General Provisions title. In FY2019 and FY2020, it was augmented by a transfer from the Cushion of Credit account that is available outside the appropriations caps. For example, in FY2020, appropriators directed \$555 million to ReConnect from \$300 million appropriated in General Provisions and \$255 million from the Cushion of Credit account. For FY2022, the Administration requested and the House passed amounts for Reconnect in the Rural Utilities Service account rather than through General Provisions.



**Table B-4. General Provisions: Scorekeeping Adjustments**

Budget authority in millions of dollars

Scorekeeping adjustment <sup>a</sup>	FY2020	FY2021	FY2022				Change from FY2021 to FY2022	
	P.L. 116-94	P.L. 116-260	Admin. request	House-passed	Senate-reported	Enacted	House	Senate
<b>Loan program negative subsidies<sup>b</sup></b>								
Rural housing	-125.0	-130.0	-310.0	-310.0	-310.0	—	-180.0	-180.0
Rural community facilities	-72.0	-88.0	-86.0	-86.0	-86.0	—	+2.0	+2.0
Rural electricity & telephone	-176.0	-175.0	-195.0	-195.0	-195.0	—	-20.0	-20.0
Rural water & waste water	-3.0	-2.0	-1.0	-1.0	-1.0	—	+1.0	+1.0
Agricultural credit	-23.0	-27.0	-13.0	-13.0	-13.0	—	+14.0	+14.0
<b>Subtotal, negative subsidies</b>	<b>-399.0</b>	<b>-422.0</b>	<b>-605.0</b>	<b>-605.0</b>	<b>-605.0</b>	—	<b>-183.0</b>	<b>-183.0</b>
Child nutrition equipment grants	1.0	1.0	1.0	1.0	1.0	—	+0.0	+0.0
Emergency designations (see <b>Table B-3</b> )	-2,035.0 <sup>c</sup>	-635.0	—	—	-7,045.0	—	+635.0	-6,410.0
<b>Total</b>	<b>-2,433.0</b>	<b>-1,056.0</b>	<b>-604.0</b>	<b>-604.0</b>	<b>-7,649.0</b>	—	<b>+452.0</b>	<b>-6,593.0</b>

**Source:** CRS, using appropriations text and reports and unpublished CBO tables. House-passed refers to H.R. 4502, Division B. Senate-reported refers to S. 2599.

- a. "Scorekeeping adjustments" are not necessarily appropriated items and may not be shown in Appropriations Committee tables. They are part of the official CBO score (accounting) of the bill.
- b. A negative subsidy for a loan program generally occurs when the interest rate and/or fees charged to the borrowers are more than sufficient to cover the costs of the risk of default. Government Accountability Office, "Credit Reform: Current Method to Estimate Credit Subsidy Costs Is More Appropriate for Budget Estimates Than a Fair Value Approach," GAO-16-41, January 2016, p. 8.
- c. Includes \$1.5 billion rescission of unobligated emergency funding from WHIP that was used to offset a reallocation and expansion of WHIP.

## Appendix C. Budget Sequestration

Sequestration can be triggered as a budget enforcement mechanism when federal spending exceeds statutory budget goals.<sup>38</sup> Sequestration reduces federal spending through automatic, largely across-the-board reductions that permanently cancel mandatory and/or discretionary budget authority.<sup>39</sup> A sequestration rate is the percentage reduction that is subtracted from an appropriated budget authority to achieve an intended budget goal.

### Discretionary Spending

From FY2013 to FY2021, sequestration was authorized by the Budget Control Act (BCA; P.L. 112-25) with discretionary spending caps that were specified in statute (2 U.S.C. §901(c)). FY2013 was the only year that sequestration on discretionary spending was triggered. FY2022 is the first year in recent history without a statutory discretionary spending cap, no longer limited by the BCA.

### Mandatory Spending

Sequestration of mandatory spending has not been avoided under the BCA and applies annually to certain accounts. Sequestration of mandatory spending is scheduled to continue through FY2029, having been amended and extended by budget acts subsequent to the BCA (2 U.S.C. §901a(6)).

### Sequestration Occurs and Continues

The original FY2021 sunset on the sequestration of *mandatory* accounts has been extended five times as an offset to pay for raising the caps on *discretionary* spending to avoid sequestration in FY2014-FY2021 or as a general budgetary offset for other authorization acts:

1. Congress extended the duration of mandatory sequestration by two years (until FY2023) as an offset in Bipartisan Budget Act (BBA) 2013.<sup>40</sup>
2. Congress extended mandatory sequestration by another year (until FY2024) to maintain retirement benefits for certain military personnel (P.L. 113-82).
3. Congress extended sequestration on nonexempt mandatory accounts another year (until FY2025) as an offset in BBA 2015.<sup>41</sup>
4. Congress extended sequestration on nonexempt mandatory accounts for two years (until FY2027) as an offset in BBA 2018 (P.L. 115-123, §30101(c)).<sup>42</sup>
5. Congress extended sequestration on nonexempt mandatory accounts by another two years (until FY2029) as an offset in BBA 2019 (P.L. 116-37, §402).<sup>43</sup>

<sup>38</sup> CRS Report R42972, *Sequestration as a Budget Enforcement Process: Frequently Asked Questions*.

<sup>39</sup> CRS Report R43411, *The Budget Control Act of 2011: Legislative Changes to the Law and Their Budgetary Effects*.

<sup>40</sup> CBO, *Bipartisan Budget Act of 2013*, December 11, 2013, at <https://www.cbo.gov/publication/44964>.

<sup>41</sup> CBO, *Bipartisan Budget Act of 2015*, October 28, 2015, at <https://www.cbo.gov/publication/50938>. In addition to extending sequestration and related to mandatory spending in agriculture, crop insurance was used as an additional budgetary offset in BBA 2015. The effect was temporary, however, and the crop insurance reduction was restored. For more background, see the section on crop insurance and the Standard Reinsurance Agreement in CRS Report R44240, *Agriculture and Related Agencies: FY2016 Appropriations*.

<sup>42</sup> CBO, *Bipartisan Budget Act of 2018*, February 8, 2018, at <https://www.cbo.gov/publication/53556>.

<sup>43</sup> CBO, *Bipartisan Budget Act of 2019*, July 23, 2019, at <https://www.cbo.gov/publication/55478>.

OMB is responsible for computing and implementing sequestration rates. **Table C-1** shows the rates of sequestration that have been announced and the total amounts of budget authority that have been cancelled from mandatory spending accounts in Agriculture appropriations.

**Table C-1. Summary of Sequestration on Mandatory Agriculture Accounts**

(million dollars)

Fiscal Year	Sequestration Rate	Budget Authority Subject to Sequestration	Reduction
2013	5.1%	13,987	713
2014	7.2%	14,610	1,052
2015	7.3%	15,795	1,153
2016	6.8%	26,748	1,819
2017	6.9%	24,429	1,686
2018	6.6%	19,938	1,316
2019	6.2%	24,682	1,530
2020	5.9%	23,352	1,378
2021	5.7%	29,841	1,701
2022	5.7%	23,997	1,368

**Source:** CRS, compiled from OMB, *Report to the Congress on the BBEDCA 251A Sequestration for Fiscal Year 2022*, and OMB, *Reports to the Congress on the Joint Committee Reductions*, various fiscal years. Available for FY2018-FY2022, at <https://www.whitehouse.gov/omb/legislative/sequestration-reports-orders> and for FY2013-FY2017, at [https://obamawhitehouse.archives.gov/omb/legislative\\_reports/sequestration](https://obamawhitehouse.archives.gov/omb/legislative_reports/sequestration).

**Notes:** Sequestration rates and amounts listed here are for nonexempt, nondefense accounts as determined by OMB. Totals are computed by CRS for accounts and programs that are in the jurisdiction of the House Agriculture Appropriations Subcommittee.

## Exemptions from Sequestration

Some USDA mandatory programs are statutorily exempt from sequestration. Those expressly exempt by statute are the nutrition programs (SNAP, the child nutrition programs, and the Commodity Supplemental Food Program)<sup>44</sup> and the Conservation Reserve Program.<sup>45</sup> Some prior legal obligations in the Federal Crop Insurance Corporation<sup>46</sup> and the farm commodity programs may be exempt,<sup>47</sup> as determined by OMB.<sup>48</sup>

Since FY2013, OMB has ruled that most of crop insurance is exempt from sequestration, while the farm commodity programs, disaster assistance, and most conservation programs have been subject to it.<sup>49</sup>

<sup>44</sup> 2 U.S.C. §905(h).

<sup>45</sup> 2 U.S.C. §905(g)(1)(A).

<sup>46</sup> 2 U.S.C. §905(g)(2).

<sup>47</sup> 2 U.S.C. §906(j).

<sup>48</sup> Some administrative expenses may be subject to sequestration; therefore programs that are otherwise exempt may have a relatively small sequestration-eligible amount compared with their total budget authority. This has been the case for the Federal Crop Insurance Corporation, SNAP, child nutrition programs, and WIC.

<sup>49</sup> CRS Report R42050, *Budget “Sequestration” and Selected Program Exemptions and Special Rules*.

## Implementation of Sequestration

Nonexempt mandatory spending in FY2022 is to be reduced by a 5.7% sequestration rate and thus would be paid at 94.3% of what would otherwise have been provided. For mandatory agriculture accounts in FY2022, this is projected to result in a reduction of about \$1.4 billion. The two largest accounts in agriculture are the CCC (\$991 million from \$17 billion of sequesterable budget authority) and the Natural Resources Conservation Service conservation programs (\$207 million from \$3.6 billion of sequesterable budget authority; see **Table C-2**).

For example, for the farm commodity programs that support farm income, such as the Agricultural Risk Coverage and Price Loss Coverage programs,<sup>50</sup> payments to farmers are computed by a regular formula authorized in the farm bill, and the final actual payment to the farmer is reduced by the sequestration rate. For programs that operate on a fixed budget authority, such as the Environmental Quality Incentives Program and the Market Assistance Program, the sequestration rate is applied to the available budget authority for the fiscal year that is made available to the agency for grants.

**Table C-2. Announced Sequestration in Mandatory Agriculture Accounts, FY2022**  
millions of dollars

	Budget Authority Subject to Sequestration	Reduction
U.S. Department of Agriculture		
Farm Production and Conservation		
Commodity Credit Corporation programs	17,382	990.8
Farm Security and Rural Investment Act (conservation) programs	3,639	207.4
Federal Crop Insurance Corporation (nonexempt administration)	75	4.3
Watershed Rehabilitation Program	50	2.9
Wool Apparel Manufacturers Trust Fund	30	1.7
Pima Cotton Trust Fund	16	0.9
Commodity Credit Corporation Export Loans	2	0.1
Agricultural Credit Insurance Corporation	1	0.1
Damage Assessment and Restoration Revolving Fund	1	0.1
Tobacco Trust Fund	1	0.1
Agricultural Marketing Service		
Funds for Strengthening Markets, Income, and Supply (Section 32)	1,276	72.7
Payments to States and Possessions	85	4.8
Milk Market Orders Assessment Fund	83	4.7
Fee-funded Inspections, Weighing, and Exams	44	2.5
Marketing Services	36	2.1
Perishable Agricultural Commodities Act	12	0.7
Expenses and refunds	6	0.3

<sup>50</sup> CRS In Focus IF11161, *2018 Farm Bill Primer: ARC and PLC Support Programs*.

	Budget Authority Subject to Sequestration	Reduction
Animal and Plant Health Inspection Service		
Agricultural Quarantine Inspection	578	32.9
Miscellaneous Trust Funds	1	0.1
Research, Education, and Economics		
National Institute of Food and Agriculture	193	11.0
Citrus Disease Research and Development Trust Fund	25	1.4
Agricultural Research Service	22	1.3
Food and Nutrition Service (administrative expenses)		
Supplemental Nutrition Assistance Program	181	10.3
Child Nutrition Program	61	3.5
Commodity Assistance Program	25	1.4
Supplemental Nutrition Program for Women, Infants, and Children	1	0.1
Rural Development	3	0.2
Rural Energy for America Program	50	2.9
Rural Cooperative Development Grants	19	1.1
Rural Economic Development Grants	5	0.3
Energy Assistance Payments	7	0.4
Office of the Secretary	20	1.1
Office of Chief Economist	1	0.1
Food Safety Inspection Service	1	0.1
Foreign Agricultural Service	1	0.1
Related Agencies		
Commodity Futures Trading Commission	48	2.7
Food and Drug Administration, Revolving Fund for Certification	11	0.6
Farm Credit System Insurance Corporation	5	0.3
<b>Total</b>	<b>23,997</b>	<b>1,367.8</b>

**Source:** CRS, compiled from OMB, *Report to the Congress on the BBEDCA 251A Sequestration for Fiscal Year 2022*.

**Notes:** The FY2022 sequestration rate is 5.7%. The table includes accounts in the jurisdiction of the House Agriculture Appropriations Subcommittee, sorted by department and USDA mission area.

## Appendix D. Action on Agriculture Appropriations, FY2000-FY2022

**Table D-1. Congressional Action on Agriculture Appropriations Since FY2000**

Fiscal Year	House Action			Senate Action			Final Appropriation			CRS Report
	Subcmte.	Cmte.	Floor	Subcmte.	Cmte.	Floor	Enacted	Public Law		
2000	5/13/1999	5/24/1999	6/8/1999	6/15/1999	6/17/1999	8/4/1999	10/22/1999	E P.L. 106-78	RL30201	
2001	5/4/2000	5/16/2000	7/11/2000	5/4/2000	5/10/2000	7/20/2000	10/28/2000	E P.L. 106-387	RL30501	
2002	6/6/2001	6/27/2001	7/11/2001	Polled out	7/18/2001	10/25/2001	11/28/2001	E P.L. 107-76	RL31001	
2003	6/26/2002	7/26/2002	—	7/23/2002	7/25/2002	—	2/20/2003	O P.L. 108-7	RL31301	
2004	6/17/2003	7/9/2003	7/14/2003	7/17/2003	11/6/2003	11/6/2003	1/23/2004	O P.L. 108-199	RL31801	
2005	6/14/2004	7/7/2004	7/13/2004	9/8/2004	9/14/2004	—	12/8/2004	O P.L. 108-447	RL32301	
2006	5/16/2005	6/2/2005	6/8/2005	6/21/2005	6/27/2005	9/22/2005	11/10/2005	E P.L. 109-97	RL32904	
2007	5/3/2006	5/9/2006	5/23/2006	6/20/2006	6/22/2006	—	2/15/2007	Y P.L. 110-5	RL33412	
2008	7/12/2007	7/19/2007	8/2/2007	7/17/2007	7/19/2007	—	12/26/2007	O P.L. 110-161	RL34132	
2009	6/19/2008	—	—	Polled out	7/17/2008	—	3/11/2009	O P.L. 111-8	R40000	
2010	6/11/2009	6/18/2009	7/9/2009	Polled out	7/7/2009	8/4/2009	10/21/2009	E P.L. 111-80	R40721	
2011	6/30/2010	—	—	Polled out	7/15/2010	—	4/15/2011	Y P.L. 112-10	R41475	
2012	5/24/2011	5/31/2011	6/16/2011	Polled out	9/7/2011	11/1/2011	11/18/2011	O P.L. 112-55	R41964	
2013	6/6/2012	6/19/2012	—	Polled out	4/26/2012	—	3/26/2013	O P.L. 113-6	R43110	
2014	6/5/2013	6/13/2013	—	6/18/2013	6/20/2013	—	1/17/2014	O P.L. 113-76	R43110	
2015	5/20/2014	5/29/2014	—	5/20/2014	5/22/2014	—	12/16/2014	O P.L. 113-235	R43669	
2016	6/18/2015	7/8/2015	—	7/14/2015	7/16/2015	—	12/18/2015	O P.L. 114-113	R44240	
2017	4/13/2016	4/19/2016	—	5/17/2016	5/19/2016	—	5/5/2017	O P.L. 115-31	R44588	
2018	6/28/2017	7/12/2017	9/14/2017	7/18/2017	7/20/2017	—	3/23/2018	O P.L. 115-141	R45128	
2019	5/9/2018	5/16/2018	—	5/22/2018	5/24/2018	8/1/2018	2/15/2019	O P.L. 116-6	R45230	
2020	5/23/2019	6/4/2019	6/25/2019	9/17/2019	9/19/2019	10/31/2019	12/20/2019	O P.L. 116-94	R45974	
2021	7/6/2020	7/9/2020	7/24/2020	—	11/10/2020 <sup>a</sup>	—	12/27/2020	O P.L. 116-260	R46437	
2022	6/25/2021	6/30/2021	7/29/2021	8/2/2021	8/4/2021	—	—	—	—	

**Source:** CRS.

**Notes:** “Polled out” is the Senate subcommittee transmitting its bill to the full committee without a formal markup. See CRS Report RS22952, *Proxy Voting and Polling in Senate Committee*.

a. Senate committee action for FY2021 refers to a draft released by the Senate Appropriations Committee.

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